

Message Text

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PAGE 01 STATE 229187

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ORIGIN INR-10

INFO OCT-01 EUR-25 NEA-10 ISO-00 IO-14 AF-10 CIAE-00

DODE-00 PM-07 H-03 L-03 NSAE-00 NSC-10 PA-04 RSC-01

PRS-01 SPC-03 SS-20 USIA-15 ACDA-19 SR-02 ORM-03 /161 R

DRAFTED BY INR/SOV:AUJOHNSON

APPROVED BY INR/RES:KAKERST

INR/RES/SOV:BMZOOK

EUR/SOV:SROY

EUR/EE:HGILMORE

NEA/EGY:LSEMAKLS

NEA/IAI:EWALKER

NEA/ARN:SWARD, DRANSOM

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R 202243Z NOV 73

FM SECSTATE WASHDC

TO AMEMBASSY MOSCOW

INFO AMEMBASSY BELGRADE

USINT CAIRO

AMEMBASSY TEL AVIV

AMEMBASSY BEIRUT

AMEMBASSY AMMAN

S E C R E T STATE 229187

TAGS:PFOR,UR, XR

SUBJECT:INR ASSESSMENT OF THE SOVIET POSITION ON A
PALESTINE ENTITY

1. THE TITO-BREZHNEV COMMUNIQUE OF NOVEMBER 15 BY
IMPLICATION SUPPORTED THE CREATION OF A PALESTINIAN
TERRITORIAL ENTITY. THIS IS THE FIRST PUBLIC SOVIET STATE-
MENT ON THE FUTURE OF THE PALESTINIANS SINCE THE OUTBREAK
OF THE ARAB-ISRAELI WAR ON OCTOBER 6. ALTHOUGH, AS IN
PAST YEARS, THE SOVIETS HAVE BEEN VERY CAUTIOUS IN THEIR
PUBLIC STATEMENTS ABOUT THE FEDAYEEN AND THE PROBLEM OF
PALESTINE, MOSCOW HAS BEEN PRESSING PALESTINIAN LEADERS

SECRET

SECRET

PAGE 02 STATE 229187

IN BEIRUT TO ACCEPT THE IDEA OF A PALESTINE ENTITY AS

THEIR COMMON POSITION IN ANY FUTURE MIDDLE EAST PEACE NEGOTIATIONS.

2. SOVIET PUBLIC CAUTION: ON OCTOBER 30, MOSCOW UNOFFICIALLY DENIED THE EXISTENCE OF A "US-SOVIET PEACE PLAN WHICH CALLED FOR THE CREATION OF A STATE OF PALESTINE". APPARENTLY THE SOVIET UNION DID NOT WISH TO COMMIT ITSELF OFFICIALLY, DESPITE REPORTS OF CONTACTS WITH FEDAYEEN LEADERS IN BEIRUT, BECAUSE THE WISHES OF ALL THOSE CONCERNED IN A SOLUTION TO THE PROBLEM OF PALESTINE HAD NOT YET CRYSTALLIZED. BY EARLY NOVEMBER, HOWEVER, SOVIET PRIVATE MANEUVERING IN BEIRUT APPARENTLY SHOWED PROGRESS. ON NOVEMBER 9, A NEW TIMES ARTICLE REFERRED TO PALESTINIAN PARTICIPATION IN A MIDDLE EAST PEACE CONFERENCE. MOREOVER,

THE TITO-BREZHNEV COMMUNIQUE, ISSUED NOVEMBER 15, IMPLIED SUPPORT FOR THE CREATION OF A PALESTINIAN TERRITORIAL ENTITY.

3. "LEGITIMATE NATIONAL RIGHTS": THE COMMUNIQUE STATED THAT THE "LEGITIMATE NATIONAL (NATSIONAL'NYE) RIGHTS" OF THE PALESTINIANS SHOULD BE REALIZED. REFERENCES TO THE "NATIONAL RIGHTS" OF THE PALESTINIAN PEOPLE HAVE APPEARED ONLY TWICE PREVIOUSLY IN SOVIET LEADERSHIP STATEMENTS. ON AUGUST 16, 1972, KOSYGIN MENTIONED THE "NATIONAL RIGHTS OF THE ARAB PEOPLE OF PALESTINE" IN A MESSAGE TO THE INTERNATIONAL CONFERENCE OF SOLIDARITY WITH THE IRAQI PEOPLES, AND A USSR-PDRY JOINT COMMUNIQUE OF NOVEMBER 26, 1972, ALLUDED TO THE "NATIONAL RIGHTS AND INTERESTS OF THE ARAB PEOPLES, INCLUDING THE ARAB PEOPLE OF PALESTINE". SIGNIFICANTLY, THESE PAST REFERENCES TO THE "NATIONAL RIGHTS" OF THE PALESTINIANS OCCURRED IN A GENERAL CONTEXT OF PUBLIC SOVIET INVITATIONS FOR THE PALESTINIANS TO FORM A "NATIONAL FRONT" AND HINTS THAT MOSCOW MIGHT RECOGNIZE A PALESTINIAN GOVERNMENT-IN-EXILE. WITHIN THE PAST YEAR, SOVIET LEADERS HAVE SPOKEN ONLY OF THE PALESTINIANS' "LEGITIMATE RIGHTS". THIS STANDARD LANGUAGE WAS USED BY BREZHNEV AS RECENTLY AS OCTOBER 26, WHEN HE ADDRESSED THE WORLD CONGRESS OF PEACE FORCES IN MOSCOW. THE ADDITION OF THE WORD "NATIONAL"

SECRET

SECRET

PAGE 03 STATE 229187

(NATSIONAL'NYE) IN SOVIET USAGE IMPLIES THE RIGHT TO A TERRITORIAL AREA, THOUGH PERHAPS ONE WITH LESS THAN FULL SOVEREIGNTY -- AS, FOR EXAMPLE, IN REFERENCE TO THE "NATIONAL RIGHTS" OF THE VARIOUS NATIONALITIES OF THE SOVIET UNION. KISSINGER

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 20 NOV 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: collinp0
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973STATE229187
Document Source: CORE
Document Unique ID: 00
Drafter: AUJOHNSON
Enclosure: DG ALTERD
Executive Order: GS
Errors: N/A
Film Number: n/a
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19731121/aaaaapmm.tel
Line Count: 112
Locator: TEXT ON-LINE
Office: ORIGIN INR
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: collinp0
Review Comment: n/a
Review Content Flags:
Review Date: 01 OCT 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <01-Oct-2001 by willialc>; APPROVED <07 MAR 2002 by collinp0>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: NR ASSESSMENT OF THE SOVIET POSITION ON A PALESTINE ENTITY
TAGS: PFOR, UR, XR
To: MOSCOW
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005